



# Authority Monitoring Report (AMR)

## Annual Report 2018/19

September 2019

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# 1 HEADLINES FROM 2018/2019

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## Torbay Local Plan

The Local Plan continues to be reviewed - work to better understand the steps required going forward, as well as an understanding of where we are with delivery, what is working well and what is working less well is progressing. A report on the review will be produced prior to decisions being taken about the extent of an update.

## Neighbourhood Plans

The Plans – for Torquay, Paignton and Brixham Peninsula – were taken from consultation stage in November 2017 to Full Council in December 2018. The three plans went to referendum in May 2019 and were supported by the community. They were made (adopted) by Full Council on 19<sup>th</sup> June 2019. The plans have now been through the statutory process and form part of the Development Plan, alongside the Local Plan.

## New Developments

In Torquay: Housing at Scotts Meadow (Primrose Hill) is now complete. Multiple developments are underway/complete within the town centre area (the former B&Q site in Torre commenced creating 15 units and retaining retail/commercial, Roebuck House and Commerce House, both former office blocks, have been/are in the process of being converted into apartments, and the Hilton Hotel development in Torwood Street which includes retail and office units is making good progress). The former South Devon Hotel in St Marychurch is being converted and additional residential units within the site are currently under construction.

In Paignton: Yannons Farm, Whiterock and Alfriston Road residential schemes all made progress. The new EPIC (Electronic Photonics Innovation Centre) opened in May 2019, and the new Hi Tech and Digital Centre at South Devon College is nearing completion and is due to open in September 2019. Retail and leisure developments at White Rock also progressed well. Demolition of The Park Hotel on Esplanade Road commenced, having been purchased by The Fragrance Group, who have also purchased a number of other hotels within Torbay, with the intention of modernising and upgrading the hotel offer.

In Brixham: Housing at Sharkham (former Dolphin Holiday Camp) is now complete, and housing at Wall Park is nearing completion. The creation of the jetty at Oxen Cove to facilitate shellfish processing has commenced.

## Housing applications and completions

In 2018/19 we approved applications for 602 homes within Torbay (although it should be noted that some of these may be resubmissions of previous applications/reserved matters applications etc).

In 2018/19 a total of 531 net homes were built, of which 87 were affordable.

The final five year supply figure for 2019 has yet to be confirmed. A consultation was carried out which estimated that there were 3.3 years' worth of deliverable sites.

## Key issues

Average house prices in Torbay have decreased, from £200,244 in April 2018 to £192,295 in March 2019.

Gross weekly pay in 2018 is significantly lower in Torbay (£472) compared to the South West (£537) and the rest of Great Britain (£571).

The percentage of workless households (Jan-Dec 2017) are 16% in Torbay compared to 11.3% in the South West.

The percentage of economically active people (Jan 2018-Dec 2018) are 78.9% in Torbay compared to 81.3% in the South West.

Torbay is the most deprived local authority area in the South West region. Around one-in-three of the population live in areas in the top 20% most deprived in England. Conversely, some areas are amongst the least deprived in England.

# 2 INTRODUCTION

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## 2.1 Background

- 2.1.1** The [Annual Monitoring Report](#) (AMR) provides an opportunity to monitor the progress of development plan preparation and the effectiveness of planning policies against a strong evidence base. It is a statutory document required to be produced on at least an annual basis. This AMR covers the period 1<sup>st</sup> April 2018 – 31<sup>st</sup> March 2019, although some of the data referred to will inevitably date back to previous years (as a result of data collection timescales) and some of the more significant updates will reference the calendar year 2019.
- 2.1.2** The AMR sets out:
- The implementation of the local development scheme;
  - The extent to which the policies set out in local development documents are being achieved; and
  - Reports any activity relating to the duty to cooperate.
- 2.1.3** The first half of this year's AMR covers the delivery of the sustainable growth and regeneration proposed by the Local Plan, completion of the Neighbourhood Plans process, development of various policy documents and Development Management performance.
- 2.1.4** The Local Plan, along with Neighbourhood Plans form the development plan. Planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise (NPPF February 2019 paragraph 2).
- 2.1.5** The NPPF sets out, in paragraphs 11-14, that where a Local Authority cannot demonstrate a 5yr supply of housing, or the policies of the development plan are out of date, the presumption in favour of sustainable development applies. However they also set out that the Development Plan remains as the starting point for decision making and it would not normally be acceptable to approve applications that depart from it unless material considerations indicate otherwise. Paragraph 14 specifically sets out how this applies where there are recent Neighbourhood Plans.
- 2.1.6** The second half of this AMR is structured around the Local Plan's five aspirations for the Bay:
- 1: Secure economic recovery and success;
  - 2: Achieve a better connected, accessible Torbay and essential infrastructure;
  - 3: Protect and enhance a superb environment;
  - 4: Create more sustainable communities and better places;
  - 5: Respond to climate change.



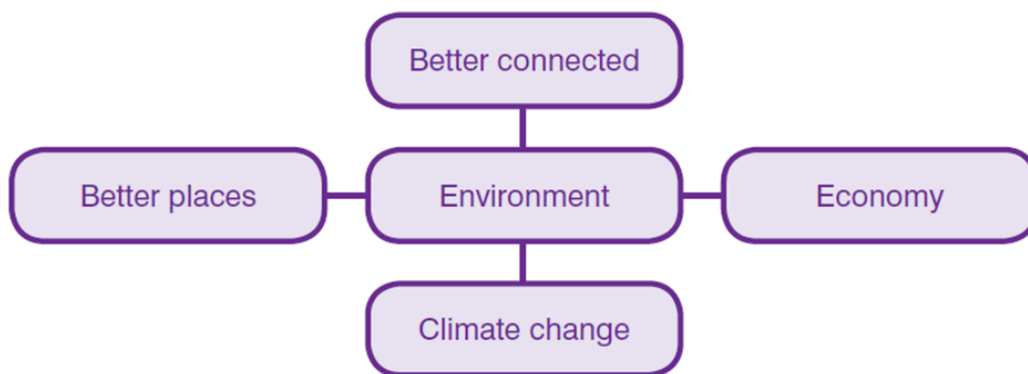


Figure 1: Local Plan aspirations with the environment at the heart

- 2.1.7** Each aspiration and related set of objectives will be delivered through sustainable growth, using the Local Plan policies, Neighbourhood Plan policies, associated masterplans and Development Plan Documents (DPDs); supported by Supplementary Planning Documents (SPDs) and guidance to steer that growth.
- 2.1.8** Delivery of the Plan will be reviewed through the AMR and a major review will be undertaken every 5 years (due in 2020).



Figure 2: Relationship between the Local Plan, AMR and planning framework

## 2.2 Torbay profile

### Place and Environment

- Torbay covers an area over 24 square miles and includes the three towns of Torquay, Paignton and Brixham, and smaller villages.
- It has over 20 beaches along its 22 miles of coastline.
- Known as the English Riviera, it has also been a designated UNESCO Global Geopark since 2007, recognizing its rich geological, historical and cultural heritage.
- 48% of the land area is countryside or has a landscape designation. Berry Head has international designation as a Special Area of Conservation (SAC). Part of Brixham is also designated as an Area of Outstanding Natural Beauty (AONB). There are also twelve Sites of Special Scientific Interest (SSSI) in Torbay.
- The South Devon Highway opened in December 2015, significantly improving connectivity to the Bay.

### People and Community

- It has a population of around 135,800 people which is the second largest urban area within the Heart of the South West region.
- 27.5% of Torbay's population are over 65, compared to 18.1% across England.
- Compared to England, Torbay is ranked amongst the 20% most deprived district local authorities (46th of 326 in 2015). The main domains which contribute the most to Torbay's overall multiple deprivation are: income, employment and health/disability.

### Education

- South Devon College continues to expand (the Hi-Tech and Digital Centre is due to open September 2019) and work towards university status.
- Torbay is home to a number of leading international language schools.
- The percentage of the working population with NVQ levels 2 and 3 are above the regional and national averages.

### Economy

- The fishing industry remains strong with Brixham landing the highest value catch in any English port.
- The tourism and hospitality sector remains strong, with major investment in hotels across the Bay by The Fragrance Group.
- It is also home to multi-national blue chip companies specializing in photonics and electronics.

### Tourism

- 4.6m tourism visits in total with 3.5m for the day and 1.1m staying overnight.
- £430m is spent in the Bay through tourism and there is an 87% repeat visitor rate.
- 11,625 people are employed in tourism in the Bay.
- It has the most visitor attractions than any other seaside resort in the UK.



- As of June 2019 there are 6 Blue Flag Awards and 10 seaside Awards for our beaches. This is also Purple Flag status for the Torquay's night time economy.



Figure 3: Torbay map

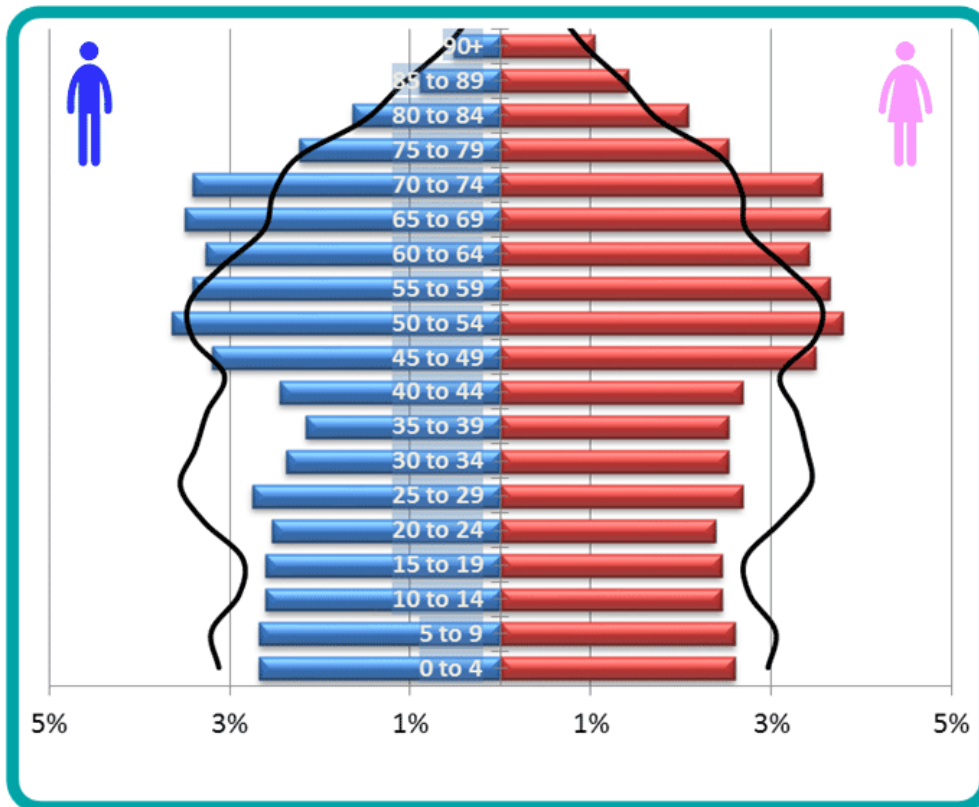


Figure 4: 2017 Torbay population structure compared to England (ONS)

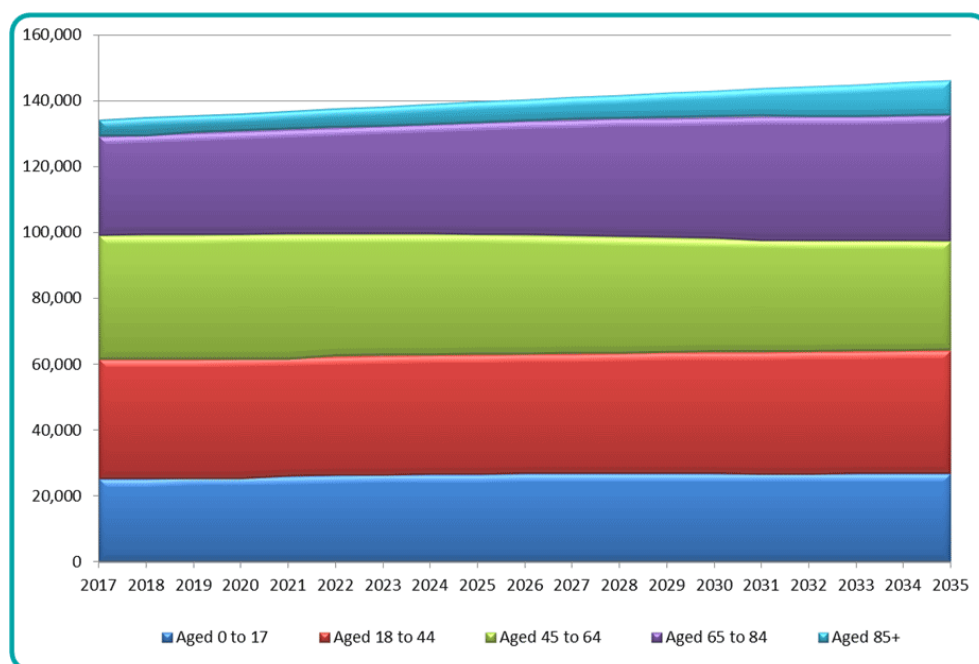
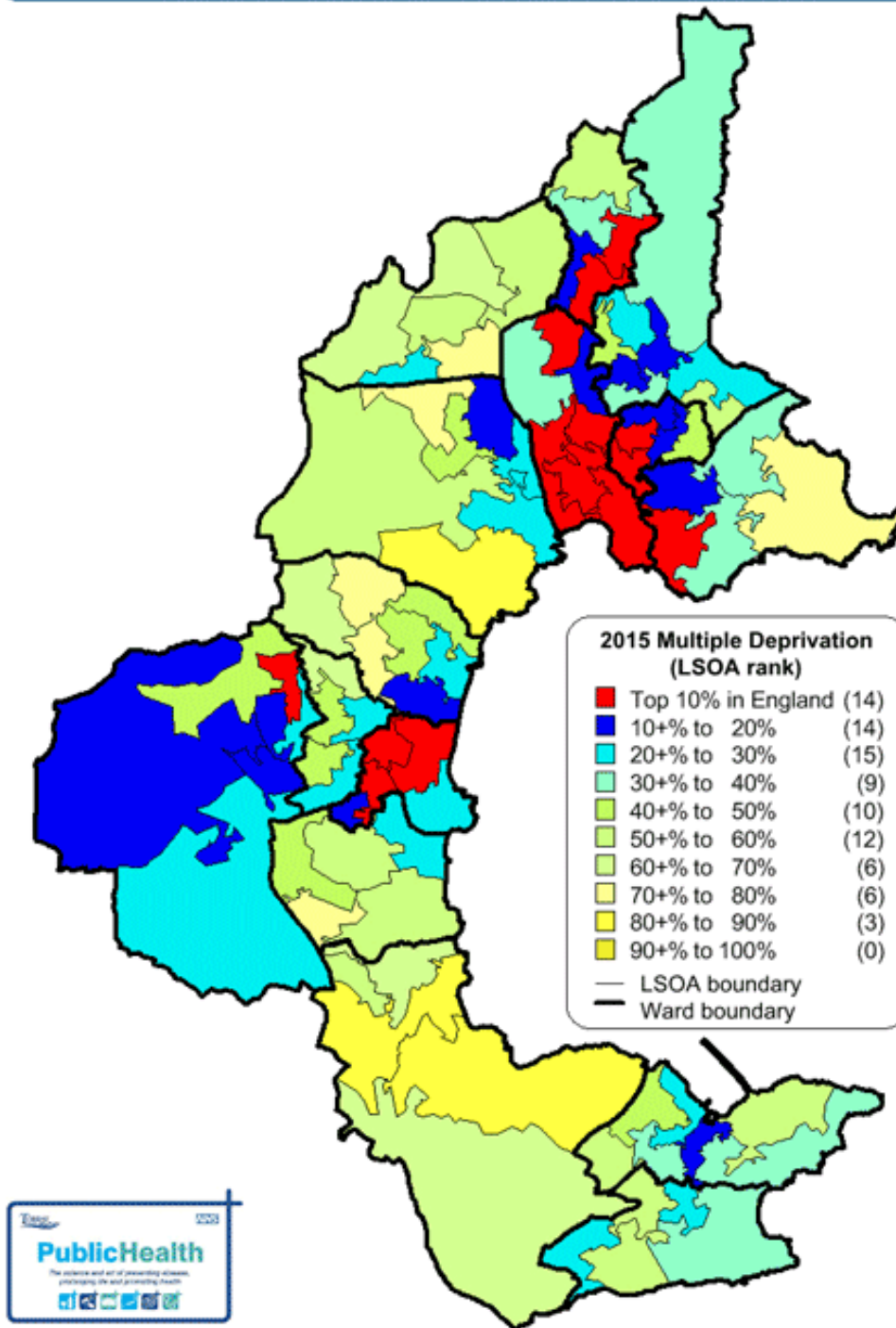


Figure 5: Torbay's estimated future population 2017 to 2035 (ONS)

## THE ENGLISH INDICES OF DEPRIVATION 2015 RANK OF INDEX OF MULTIPLE DEPRIVATION



Source: UK Department for Communities and Local Government, 2015  
© Crown copyright and database rights 2015 Ordnance Survey 100022695.

Figure 6: Rank of Index of Multiple Deprivation

## 2.3 Torbay Council Corporate Plan (2015-2019)

**2.3.1** The AMR forms part of the Council's wider policy framework alongside others (see figure 7 below). The Council's key actions are:

- Protecting all children and giving them the best start in life.
- Working towards a more prosperous Torbay.
- Promoting healthy lifestyles across Torbay.
- Ensuring Torbay remains an attractive and safe place to live, visit and work.
- Protecting and supporting vulnerable adults.

**2.3.2** Two key responsibilities identified within the Plan include:

- Produce the Planning and Health SPD to ensure planning decisions benefit community health and wellbeing.
- Deliver capital schemes to improve the transport network and seek new funding.

## 2.4 Current Planning Framework

**2.4.1** The planning framework for Torbay is shown in the diagram below:



Figure 7: Torbay planning framework

## 2.5 Torbay Local Plan

- 2.5.1** The [Local Plan](#) was adopted in December 2015 and its five year review is required by December 2020. This will highlight the areas of the Plan which need to be reviewed, and work will then commence on the actual update, where necessary, of the Plan. The Plan is relatively recent and its underlying strategy is still considered to be sound. Work has commenced on updating the evidence, particularly assessing land availability through a Housing and Employment Land Availability Assessment (HELAA).

## 2.6 Neighbourhood Plans

- 2.6.1** The three Forums have prepared [Neighbourhood Plans](#) through their steering groups and topic groups, in the context of the adopted Torbay Local Plan and in order to meet the requirements of Local Plan Policy SS1.
- 2.6.2** All three Forums carried out pre-submission consultations, and submitted their plans to Torbay Council in August (Paignton and Brixham Peninsula) and October (Torquay) 2017. The Council published these for consultation in November 2017, ending in December 2017. Examinations of the three plans then took place in April 2018.
- 2.6.3** Three Council Reports for the Neighbourhood Plans were considered by Full Council in November 2018. It resolved all three Decision Statements should be adopted and published and that the Plans, as modified to meet the legal basic conditions, were submitted to a Referendum.
- 2.6.4** The three plans went to referendum in May 2019 and were supported by the community. They were made (adopted) by Full Council in June 2019. The plans have now been through the statutory process and form part of the Development Plan, alongside the Local Plan.

## 2.7 Local Development Scheme (LDS)

- 2.7.1** The [LDS](#) was adopted in March 2017, superseding the previous 2014 version. It is due to be updated in late 2019.

## 2.8 Adopted Local Development Documents

- 2.8.1** The following [Local Development Documents](#) have been adopted by Torbay Council and are a formal part of the Torbay Local Development Plan (formerly the Local Development Framework):
- LDD1 Statement of Community Involvement DPD (Adopted 2014);
  - LDD6 Planning Contributions and Affordable Housing SPD (Adopted February 2017);
  - LDD7 Urban Design Guide (Adopted February 2007);
  - LDD8 Greenspace Strategy (Adopted December 2006).

## 2.9 Masterplans

- 2.9.1** The Council has adopted a number of [Masterplans](#) as SPDs to guide the development of areas identified in the Local Plan. These are listed chronologically below:



- Great Parks, Paignton - Planning Guidance, November 2013
- Torquay Town Centre - adopted as SPD, June 2015
- Paignton Town Centre - adopted as SPD, June 2015
- Torquay Gateway (Edginswell) - adopted as SPD, December 2015
- Collaton St Mary - adopted as SPD, February 2016

## 2.10 Healthy Torbay SPD

- 2.10.1** The [Healthy Torbay SPD](#) adds additional guidance to the key related policies in the Local Plan (in particular, Policy SC1 Healthy Bay and SS11 Sustainable Communities) which are fundamental to supporting the objective for new development to create a 'Healthy Torbay'. The issues that this document covers include Health Impact Assessment, healthy food environments, and the role of planning in tackling deprivation and reducing health inequalities. This will help developers to better understand how they can meet the Council's Local Plan requirements and provides development management planning officers with further guidance to aid effective decision-making based on local evidence and need.
- 2.10.2** The SPD was adopted in April 2017 and has since been used to inform the development and decision-making regarding a number of development proposals at a variety of different scales, including perhaps most significantly in terms of Health Impact Assessment. The impact of the guidance will continue to be monitored. As part of the Local Plan review evidence on effectiveness of the SPD will be used to inform a review of how the new Local Plan might best shape health and wellbeing in Torbay.

## 2.11 South Hams Special Area of Conservation (SAC) Guidance

- 2.11.1** The [South Hams SAC Guidance](#) has been prepared to provide guidance on the implementation of policies relating to the South Hams SAC, specifically on the population of Greater Horseshoe Bats for which the site is (in part) designated. It covers five Local Planning Authority areas, Torbay Council, Dartmoor National Park Authority, Devon County Council, South Hams District Council and Teignbridge District Council.
- 2.11.2** The Guidance updates and replaces the South Hams Special Area of Conservation Greater Horseshoe Bat Consultation Zone Planning Guidance published by Natural England in 2010. It is aimed at those preparing to submit and those determining and commenting upon planning applications across the five Local Planning Authorities including: land owners, developers, planning agents, ecological consultants, Council Members and other organisations. The Guidance was approved in July subject to recommended amendments and will hold interim guidance status until agreed by all partner authorities in the South Hams SAC consultation area.

## 2.12 Planning Contributions and Affordable Housing SPD

- 2.12.1** The [Planning Contributions and Affordable Housing SPD](#) sets out the Council's approach to planning obligations. It provides additional detail to deliver the Local Plan as set out in Policy

SS7 (infrastructure, phasing and delivery) and paragraph 4.3.35-36 of the Plan and Policy H2 (Affordable Housing). The most recent version was adopted in February 2017.

- 2.12.2** A new Planning Contributions and Affordable Housing SPD will be consulted on and published following completion of the Local Plan review. An interim update will be produced to reflect legal changes expected when the Community Infrastructure Levy (Amendment) (England) Regulations 2019 are published. These affect the relationship between Section 106 Obligations and CIL and legal requirements governing their use, so it is important that the SPD is updated to reflect the Regulations. The update will also address changes to government policy introduced in the February 2019 NPPF. The interim update is expected to be produced in late 2019.
- 2.12.3** Planning Obligations should be considered in conjunction with Community Infrastructure Levy (CIL), as detailed in the section below.

## **2.13 Community Infrastructure Levy (CIL)**

- 2.13.1** Torbay Council resolved at Full Council in February 2017 to adopt its [CIL Charging Schedule](#) and, as Charging Authority, levied CIL on developments granted permission on or after Thursday 1<sup>st</sup> June 2017.
- 2.13.2** CIL is a non-negotiable charge on certain types of development. It is charged at different rates dependent on the proposal and its location within Torbay. The Council has charged CIL for the following development:
- Open market residential dwellings, and
  - Retail development.
- 2.13.3** CIL is payable on qualifying developments whether they require planning permission or are permitted under the General Permitted Development Order (GDPO) (as amended), Prior Approval or Local Development Orders (LDOs).
- 2.13.4** CIL Regulations require that 15% of CIL revenues received by the council (or 25% where there is a neighbourhood plan) are retained as neighbourhood funding to be spent on local infrastructure projects or anything else that is concerned with addressing the demands that development places on an area. This will be paid directly to Brixham Town Council where receipts relate to development within the parished area.
- 2.13.5** The Council have yet to determine a mechanism for allocating the neighbourhood portion and will be working with the Neighbourhood Forums (Torquay, Paignton and Brixham Town Council) to consider the opportunities.
- 2.13.6** Total CIL receipts for 2018/19 amount to £0.
- 2.13.7** The next CIL report is due on 31<sup>st</sup> December 2019. The current CIL report is available here: <https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/cil/>.



## 2.14 Brownfield Register and Permission in Principle (PiP)

- 2.14.1** Torbay participated in the pilot brownfield register project in 2016, working with other local authorities and DCLG to shape and develop policy with regards to brownfield registers, which became mandatory for all councils as part of the Housing and Planning Act 2016. Brownfield Registers will be kept up-to-date and made publicly available to help provide certainty for developers and communities and encourage investment in local areas. They should be reviewed at least annually (by 31 December).
- 2.14.2** The Government has pledged to ensure that 90% of suitable brownfield sites have planning permission for housing by 2020. Other measures in the Housing and Planning Act enable 'permission in principle' to be granted for suitable housing-led development sites listed on part 2 of the new brownfield registers, or housing-led sites allocated in a development plan (not retrospectively), therefore providing certainty on 'in principle issues' of land use, location and the amount of development.
- 2.14.3** The Brownfield Register does not affect the status of sites that already have planning permission. The inclusion of other sites on the Brownfield Register (Part 1) does not give them any formal status, or grant permission in principle. Planning applications on these sites will be considered on their merits in accordance with the local plan, national policy and any other material considerations. To be considered suitable for housing, sites must meet the definition of brownfield land and be:
- Available (willing landowner);
  - In a suitable location for housing (in accordance with policies in the adopted Torbay Local Plan 2012-2030 and the NPPF) and free from constraints that cannot be mitigated;
  - Viable and capable of being delivered within 5 years or developed later on (e.g. between 6 and 10 years);
  - Capable of supporting five or more dwellings or more than 0.25 hectares.
- 2.14.4** The [Brownfield Register](#) is published on the Council's website as a tool to promote and enable suitable development sites.

## 2.15 Sustainability Appraisal and Habitats Regulations Assessment

- 2.15.1** The Planning and Compulsory Purchase Act 2004 requires local development documents to be prepared with a view to contributing to the achievement of sustainable development (Section 39). There is a parallel requirement for the Council to comply with the European Union Directive 2001/42/EC which stipulates the need for formal strategic environmental assessment of certain plans and programmes impacting on the environment. Under Section 19(5) (b) of the 2004 Act, the Council is required to produce a sustainability appraisal (SA) report.
- 2.15.2** The Sustainability Appraisal Monitoring Report 2019 has concluded that the SA environment objectives show positive trends, which indicates mitigation measures proposed are performing as well as they are expected. The SA natural environment resources objectives

are mostly positive with exception of the waste indicators. The SA economy objectives have shown a number of adverse effects with regards to employment and deprivation and therefore the Local Plan Review will need to provide measures to address the negative effects identified.

- 2.15.3** There is a legal requirement to consider whether new planning policy documents are likely to have a significant effect on European sites of nature conservation importance, prior to the Plan being given effect. Habitats Regulations Assessment (HRA) will be produced for DPDs.
- 2.15.4** In addition, the Council is required to comply with the EU Habitats Directive by carrying out Appropriate Assessment under the Habitats Regulations Assessment. These requirements will apply to all of the plans being prepared as part of the Torbay Development Plan, as set out in the Local Development Scheme. Currently, the NPPF sets out a presumption in favour of sustainable development (paragraph 11).

## **2.16 Local Development Orders (LDO)**

- 2.16.1** The [LDO at South Devon College](#) was adopted in August 2016 and provides a positive framework for growth and change on the site over the following 15 years. It will simplify the planning process over the college site in order to help deliver flexibility and confidence for the College to implement an expansion program and to develop and adapt its facilities, helping to unlock the educational and employment benefits that will come from expansion. The College has seen construction of a Sports Centre and Hi-Tech and Digital Centre since the LDO came into force.
- 2.16.2** No other Local Development Orders are currently proposed.

## **2.17 Local Transport Plan (LTP)**

- 2.17.1** The LTP Strategy 2011-26 (Devon and Torbay) remains valid and current with regards to its aims and objectives. The [LTP Implementation Plan](#) acts as a delivery mechanism setting out the approach the Council will take to delivering against the strategy over the period 2016/17 – 2020/21.

## **2.18 AONB Management Plan**

- 2.18.1** The updated [South Devon AONB Management Plan](#) April 2019 to 2024 has been adopted by Torbay Council. This plan is prepared on our behalf by the AONB partnership which is jointly funded by Local Authorities across the AONB. The partnership also delivers against that management plan.

# 3 LOCAL PLAN PERFORMANCE MONITORING

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## 3.1 Introduction

**3.1.1** The Local Plan has five aspirations for the Bay:

- 1: Secure economic recovery and success;
- 2: Achieve a better connected, accessible Torbay and essential infrastructure;
- 3: Protect and enhance a superb environment;
- 4: Create more sustainable communities and better places;
- 5: Respond to climate change.

**3.1.2** Each aspiration contains a range of objectives, a review of these is set out below:

### Aspiration 1: Secure economic recovery and success

**3.1.3** Torbay is still seeing considerable investment across photonics, life science, manufacturing and tourism and leisure sectors by both UK and foreign owned companies. Further re-investment in our Photonics sector by II-VI Lasers, Oclaro Inc. and EFFECT Photonics show real commitment to our growing hi-tech employers.

**3.1.4** These investments are further complemented by our dedicated Electronics and Photonics Innovation Centre (EPIC) an £8m project which opened in May 2019. It is a bespoke space for existing and new investing companies. South Devon College Hi-Tech & Digital Skills Centre is also due to open in September 2019 creating the future workforce required by our hi-tech companies.

**3.1.5** Life sciences, medical and healthcare expertise is visible across Torbay and includes world leading facilities such as the Brixham Marine Laboratory, the Horizon Centre at Torbay Hospital, specialist NHS manufacturer Torbay Pharmaceuticals and Scymaris who provide analytical services to the global agrochemical, pharmaceutical and chemical industries.

**3.1.6** Manufacturing and exporting businesses such as Japanese owned Graphic Controls are attracted to Torbay. These businesses continue to be attracted by investment opportunities, strong links with R&D at Exeter and Plymouth Universities, high-calibre employees of degree level or above and new development schemes providing fit for purpose space to support business growth.

**3.1.7** The Torbay hotels sector continues to attract high levels of investment. The Fragrance Group of Singapore have invested over £100m in the purchase of The Palace, The Park and Lighthouse, and Corbyn Head Hotels, and these are currently the subject of planning applications to enhance the tourist offer. A new Hilton Hotel is currently under construction in the harbour area of Torquay, and planning permission has been granted for a second Premier Inn, also in the harbour area.

**3.1.8** As part of the town centres regeneration programme, the Council is also looking to directly deliver an estimated £130m of projects in the programme's first phase which aims to further

boost investor and developer confidence. Merlin Cinemas are preparing to relocate to the former BHS site in Union Street, Torquay, to provide an enhanced offer in the town, in a more prominent, central location.

## Aspiration 2: Achieve a better connected, accessible Torbay and essential infrastructure

- 3.1.9** In line with Policy SS6 ‘Strategic transport improvements’, Torbay is investing in improvements to the strategic transport system that enhance the connections between the three towns and ‘open up’ development sites to encourage inward investment.
- 3.1.10** Torbay has greatly benefitted from the opening of the South Devon Highway in December 2015, reducing journey times and encouraging Torbay further to investors. 2017 saw a new Eden Vauxhall motor dealership built and opened at Edginswell Business Park, conveniently located at the Torbay end of the South Devon Highway.
- 3.1.11** Other improvements to major routes in Torbay include road widening works on the main route into Paignton (Kings Ash) and to accommodate new development within Future Growth Areas off Brixham Road. There are five critical phases to the scheme:
- Brixham Road – Long Road to Roselands Drive/Wilkins Drive (completed December 2015);
  - Tweenaway Cross to Waterleat Road (completed 2017);
  - Kings Ash Road – Churscombe Cross to Luscombe Lane (completed 2017);
  - Brixham Road – Clayland Cross to Yannons Farm (completed in 2019);
  - Windy Corner (completed in 2019).
- 3.1.12** The site for a new railway station at Edginswell, Torquay was granted planning permission, but was unsuccessful in a funding bid. Although partial funding had been secured, the project is currently going through Network Rail approval processes in preparation for the next round of funding bids.
- 3.1.13** Great Western Railway (GWR) has announced it will be contributing £7,823 from its Customer and Communities improvement Fund (CCIF), fund matched by Torbay Council to the sum of £13,457, towards pedestrian improvements at Torre station. The funding will be used to improve the station entrance, with an improved pedestrian walkway and replacement signage.
- 3.1.14** Rail station usage continued to slowly rise in Paignton, Torquay and Torre until 2017/18 when there was a slight decline:

Rank 2017/18	Rank 2016/17	Station Name	Entries and exits
739	728	Paignton	672,366
873	883	Torquay	513,834
1,202	1,173	Torre	289,444
		<b>Total</b>	<b>1,475,644</b>

Figure 8: Rail station usage (current available data)

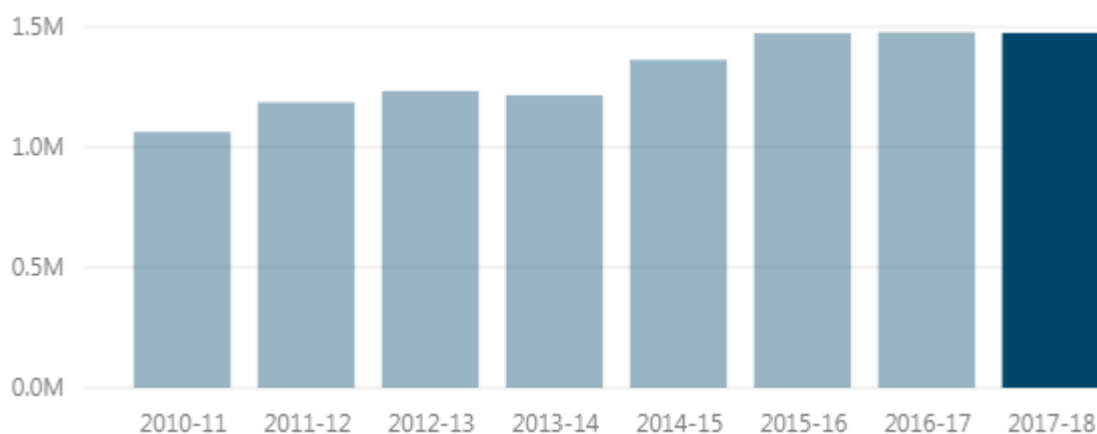


Figure 9: Total numbers of Torbay entries and exits by financial year (current available data)

**3.1.15** Transport statistics between 2013 and 2017 show fluctuations in the various modes. Cycles and cars have increased, while buses, coaches and HGVs have dramatically reduced.

Year	2013	2014	2015	2016	2017
Count points	29	29	29	29	29
Cycles	821	795	761	784	825
Motorcycles	2,593	2,573	2,579	2,428	2,286
Cars	139,560	140,665	139,977	143,617	143,947
Buses and coaches	2,633	3,182	3,594	3,301	2,106
Light Goods Vehicles	21,340	22,460	23,283	25,178	24,609
All HGVs	3,391	3,091	3,144	3,086	2,775
All motor vehicles	169,518	171,971	172,577	177,609	175,724

Figure 10: Transport statistics (current available data)

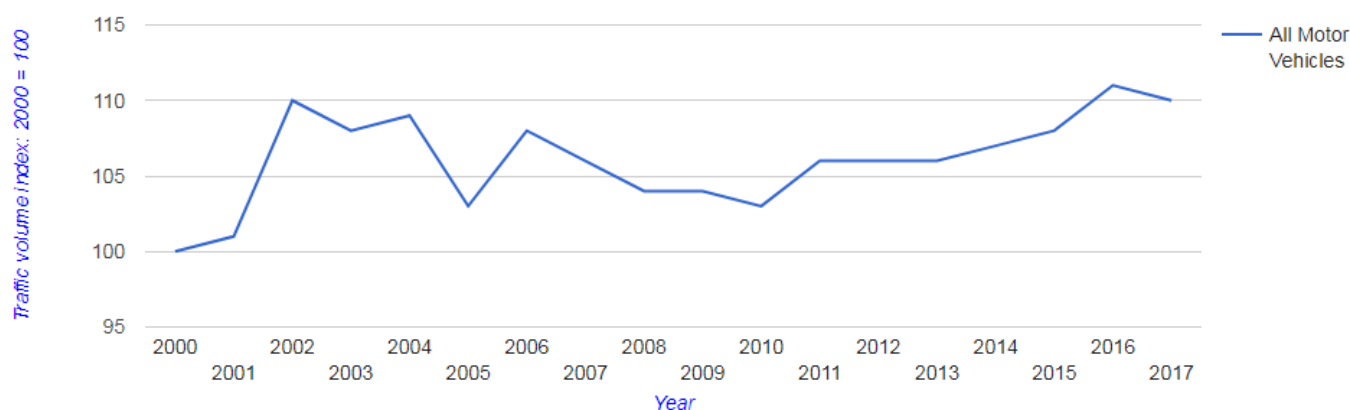


Figure 11: All motor vehicle traffic on major roads 2000 to 2017 (current available data)

**3.1.16** Bus patronage (18/19) is as follows:

Concessionary Fares	3,473,737 passenger journeys within Torbay
Non Concessionary Fares	4,143,853 passenger journeys within Torbay
<b>Total passenger journeys</b>	<b>7,617,590</b>

Figure 12: Bus patronage

**3.1.17** During 2018/19 there were 878 residents who travelled on Torbay's Community Transport Fare Car Service.

**3.1.18** The Council are part of on-going discussions with Sustrans, Love to Ride Devon, South Devon AONB and South West Coast Path Association (SWCP) to improve the walking and cycling network in and around the Bay. Both the National Cycle Network and SWCP are valuable tourism, recreation, health and wellbeing assets.

**3.1.19** Torbay is committed to facilitating the use of various modes of sustainable transport, which will prove attractive to both residents and visitors alike. Within the monitoring period projects commenced on walking and cycling improvement schemes on Lymington Road, Babbacombe Road in Torquay, and Totnes Road, Goodrington to Broadsands and Clennon Valley in Paignton.

## **Aspiration 3: Protect and enhance a superb environment**

**3.1.20** Torbay has a natural environment of international importance in terms of its biodiversity, geodiversity and landscape beauty. It has a high concentration of designated conservation sites, including two European Special Areas of Conservation, a National Nature Reserve and twelve Sites of Special Scientific Interest (SSSI). The English Riviera is the only urban Global Geopark designated by UNESCO, recognizing Torbay's varied and internationally significant geology across a range of geological periods.



Figure 13: Boundary of the English Riviera UNESCO Global Geopark

**3.1.21** Torbay's Natural Environment Services have undertaken several projects that have had a positive impact on the environment and local community:

- Torre Marine Park - supporting Communities by working together to design a multi age range play and park facility. The 'friends of' group worked with local Play Torbay to design the playground. The result is ownership of the playground where the community now self-police the facility and help care for a valuable asset.
- £1.1m investment in public toilets - identifying and responding to a budget challenging environment, Torbay Council, working with local charities, the community and tourism sector, recognized the challenges faced with a non-



statutory service. A number of toilet blocks across Torbay were refurbished and are now maintained by an outside company, funded by pay on entry systems.

- Appointment of a project officer for the delivery of Westerland Valley (formerly Great Parks) - working in partnership with national charity Groundwork South and within the community, the project is to deliver a storm water management area with the added benefit to provide a sustainable countryside park.
- Section 106 delivery of a number of key projects including access to the South West Coast Path.
- Green Flag managed parks - working to deliver progressive green flag managed parks across Torbay. In 2019 two parks, Babbacombe Downs and Princess Gardens & Royal Terrace gardens were awarded the Green Flag.

**3.1.22** Torbay has a rich urban heritage and contains 6 Grade I Listed Buildings, 29 Grade II\* Listed Buildings and 24 designated Conservation Areas. There are currently 10 entries on Historic England's [Heritage at Risk Register 2018](#).

**3.1.23** In March 2017 Torbay Culture received £1.2 million from the Arts Council and Heritage Lottery Fund's Great Place Scheme. Torbay's Great Place Scheme aims to grow and celebrate the local area as a great place to live, work and visit. Through a series of projects running until March 2020, Torbay Culture is striving to put arts and heritage at the heart of the Bay's bright future. They are doing it by working with local residents, businesses, cultural organisations and assets; and with creative practitioners from Torbay and around the world. They have partners across the public, private and voluntary sectors. The work is focused on four themes: shaping place, changing lives, engaging audiences, and building resilience across the cultural sector.

**3.1.24** The English Riviera BID Company also secured an addition £100,000 for the Seafood Coast Project.

**3.1.25** There are two declared Air Quality Management Areas (AQMAs) in Torbay – Hele Road, Torquay and New Road in Brixham, declared in 2005 and 2006 respectively. Works are ongoing to alleviate emissions in these areas and there are clear signs of improvement.

**3.1.26** Appropriate and most effective use of land is important in Torbay because of the limited amount of land available for development, due to environmental constraints. Historically, Torbay has been good at re-using brownfield land. This will continue as land is (re)developed as part of the town centre regeneration programmes/masterplans and site allocations in neighbourhood plans.

**3.1.27** In the monitoring year 18/19, 60% of the total units built were on brownfield land. This is slightly higher than 59% in the previous year. This is expected as allocated greenfield sites are built out. The average over the plan period is 67% on brownfield land.

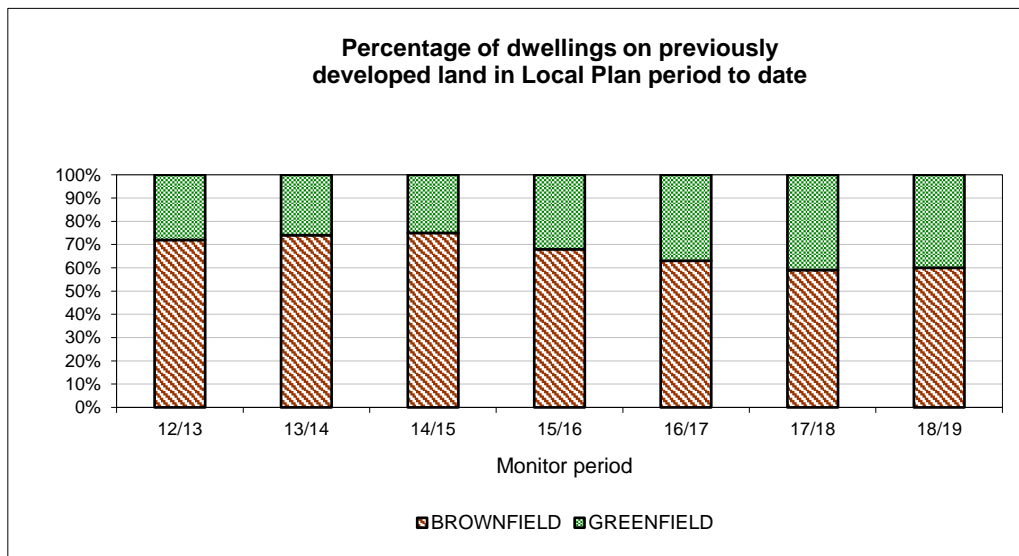


Figure 14: Percentage of dwellings on previously developed land in the Local Plan to date

**3.1.28** The Council has published its [Brownfield Register](#) in accordance with legislation.

**3.1.29** Torbay's [Self and custom build register](#) has played a small part in housing delivery within the Bay. The number of people registered has slowly increased over the monitoring period. Council has published its [Brownfield Register](#) in accordance with legislation.

Self build register (as of June 2019)	Number of people
Local connection	5
Without local connection	3
No details	23
Total	31

Figure 15: Self build register

**3.1.30** The following table shows planning performance:

	Total	Granted		Refused		Decided in time (inc EOT)	
<b>Major</b>	24	21	87.50%	3	12.50%	22	91.67%
<b>Minor</b>	244	196	80.33%	48	19.67%	184	75.41%
<b>Other</b>	666	574	86.19%	92	13.81%	565	84.83%

<b>Listed building consent (inc in Other)</b>	51	44	86.27%	7	13.73%	40	78.43%
<b>Conservation area consent (inc in Other)</b>	1	1	100.00%	0	0.00%	1	100.00%

Figure 16: Planning performance 31st March 2018 – 1st April 2019

**3.1.31** Each application category has seen an increase in numbers. The numbers of applications approved and refused have broadly risen with the increase. Although majors have reduced from 95% to 92% decided in time, the other categories show an increase in time taken in determination.

**3.1.32** The number of appeals lodged in 2017/18 was 41, as shown in Figure 18 below. The time taken to determine applications (table above) and the number of appeals allowed is an indicator of Local Authority performance monitored by Government.

Allowed	<b>13</b>	<b>31.71%</b>
Dismissed	28	68.29%
Split	0	0.00%
	<b>41</b>	

Figure 17: Appeals

	Total	Granted		Refused		Refused with alternative		Granted with replanting	
<b>Tree Preservation Order (TPO)</b>	101	71	70.30%	10	9.90%	16	15.84%	4	3.96%
<b>Conservation area (CA)</b>	12	11	91.67%	1	8.33%	0	0.00%	0	0.00%
<b>Both TPO and CA apply</b>	91	77	84.62%	4	4.40%	8	8.79%	2	2.20%

Figure 18: Tree Preservation Orders and Conservation Areas

## Aspiration 4: Create more sustainable communities and better places

**3.1.33** Alongside policies in the Local Plan, policies within the three Neighbourhood Plans ultimately aim to create sustainable communities and better places. In order to achieve this, regeneration and development is key. The Local Plan is a strategy for growth and this is evidenced through the targets and aspirations contained within it.

**3.1.34** Housing is the catalyst to unlocking sites and providing communities in which people want to live. Average house prices in Torbay have decreased, from £200,244 in April 2018 to £192,295 in March 2019 ([UK House Price Index](#)).

**3.1.35** As at April 2019, there were 1,073 households on the Devon Home Choice register (see Figure 20 below) in housing need (bands A to D), with the majority of those being in band D (574) and requiring a one bedroom property (535). Affordable housing completions in Torbay significantly increased this year (87 units) in comparison to 26 units in 2017/18. Policy H2 'Affordable housing' refers. It seeks affordable housing on a sliding scale, up to 30% of dwellings on qualifying sites, with a strong presumption in favour of on-site delivery for sites of 15 or more.

Bedroom Need	Band A	Band B	Band C	Band D	Grand Total
1	2	74	67	392	535
2		45	102	141	288
3	5	20	106	31	162
4		16	47	9	72
5		4	5	1	10
6		5			5
7		1			1
<b>Total</b>	<b>7</b>	<b>165</b>	<b>327</b>	<b>547</b>	<b>1073</b>

Figure 19: Households on the Devon Home Choice Register April 2019

**3.1.36** Local Plan Policies SS12 'Housing' and Policy SS13 'Five year land supply' refer. SS13 sets out a housing trajectory of 8,900 dwellings over the Plan period 2012-2030 (including an allowance for windfall sites) as set out below;

- 400 dwellings per year for the period 2012/13 – 2016/17
- 495 dwellings per year for the period 2017/18 – 2021/22
- 555 dwellings per year for the period 2022/23 – 2029/30

**3.1.37** In the years since the beginning of the plan period (2012/13 – 2018/19), 2719 units have been completed. This is an undersupply of 271 units on the seven-year target of 2,990. This undersupply is only 9% of the target. Annual completions are shown in Figure 21.

**3.1.38** From year 6 of the plan period, as identified above, the target increased to 495 dwellings per year for the subsequent five year period. We are now two years into this and looking ahead over the next five year period, from year 4 (2022/23) the target increases again to 555 dwellings per year. When the shortfall and 5% buffer is applied (in accordance with NPPF para 73), this becomes 577 units per year for the first 3 years, rising to 640 for years 4 and 5. At 2019, the five year housing land supply consultation detailed 1967 units against a target of 2996 units, which equates to 3.3 years' worth of deliverable sites.

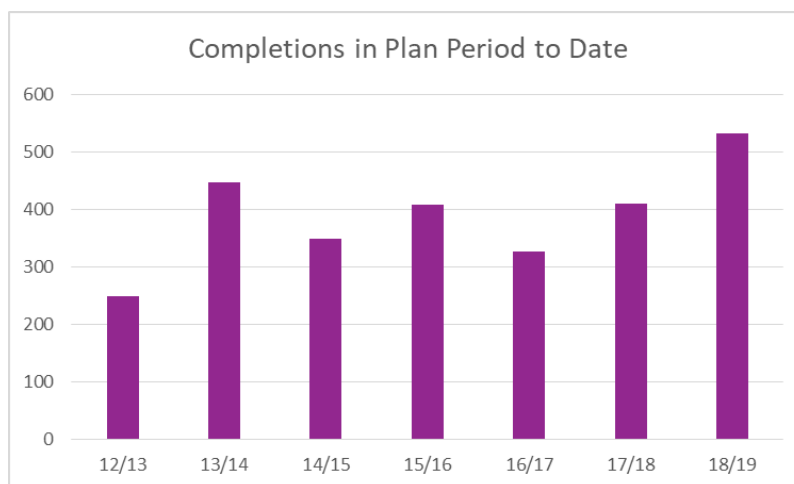


Figure 20: Completions in the plan period to date

## Aspiration 5: Respond to climate change

**3.1.39** Tackling climate change is central to achieving sustainable development. The Local Plan recognises the opportunity for mitigating and adapting to climate change locally through opportunities including renewable energy provision (policy ES2), local food production (policy SC4), an enhanced eco-tourism offer and wise use of water in new development (policy ER2).

**3.1.40** The local climate is changing and the South West is predicted to experience warmer, wetter winters and drier, hotter summers. Carbon dioxide emissions in Torbay have decreased since measurements began in 2005, but overseas emissions attributable to consumption of goods and services have increased at a faster rate.

- 3.1.41** The Council are monitoring, and taking action to reduce the environmental impact of service delivery and operations. To support this the Council have developed a suite of environmental plans, policies and reports including a Waste Management Strategy, Greenhouse Gas Emissions Report and Contaminated Land Strategy.
- 3.1.42** The Climate Change Strategy was adopted in in July 2014 and is due to expire in 2019.
- 3.1.43** The main uses of energy and fuel we have are for heating and powering council buildings and schools, lighting 30,000 streetlights across Torbay, fueling council owned vehicles and travel whilst at work.
- 3.1.44** Protecting Torbay's communities, businesses and infrastructure from flooding is a precondition for sustainable growth. It is planning to undertake an assessment of the Bays coastal defences and assets to consider the implications of future sea level rise.
- 3.1.45** 5,100 residential properties in Torbay are at risk from surface flooding more than 0.3 metres deep from a 1 in 200 year rainfall event. It is anticipated that this figure will increase without remedial action due to climate change. Torbay experienced nine significant flood events attributable to surface water, ordinary water courses or groundwater since 1991.
- 3.1.46** The Energy from Waste plant in Plymouth, where Torbay disposes of its residual waste, is exceeding efficiency targets with its current Carbon Saving of 77,951 tCO<sub>2</sub>. It is also generating 199,290 MWh of Electricity and 55,286 MWh of steam, so for each tonne of waste processed 1 MWh of energy is recovered which is about equivalent to the amount of electricity used by about 330 homes during one hour. As well as all these environmental benefits it ensures Torbay continues to be Zero waste to Landfill.
- 3.1.47** Along with the improvements in Disposal the authority agreed to purchase state of the art recycling vehicles with the latest fuel efficient engines and high quality build specification so they last much longer than current recycling fleet. Their improved efficiency has already produced a third less return visits to drop off materials, giving both fuel and staff time benefits, which will only increase in the next two years when the whole fleet is delivered.

# 4 DUTY TO CO-OPERATE

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## 4.1 Introduction

- 4.1.1** In economic, social and environmental terms, Torbay functions as part of a much wider area. Inevitably, this involves tackling issues that don't always conform to administrative boundaries – geographic markets for new homes and jobs, for example. In addition, looking after the needs of the Bay's unique landscape and wildlife requires a 'cross-border' approach and there are examples of strategic infrastructure that cannot be delivered locally. Retail centres also depend on wider than local expenditure. Where spatial planning has influences beyond Torbay, there is a need to work with adjoining and nearby local authorities, statutory bodies and other relevant organisations.
- 4.1.2** Whilst there is no actual requirement for neighbouring Council's to agree, Torbay, Teignbridge and South Hams have agreed on a range of key issues, including provision of new homes. There is agreement that Torbay forms a separate housing market area from the Exeter and South Devon Housing Market Area, which includes most of Teignbridge. On the important issue of new homes, Torbay and Teignbridge Councils have identified sufficient and deliverable land to meet demand for new homes until at least 2030. The Councils have agreed to a coordinated and positive review of Local Plan delivery, including new homes, every five years. This review will consider the need for and location of further development, and sites to satisfy that demand, across South Devon, taking account of jointly prepared evidence, in order to inform future reviews of Local Plans.



# 5 APPENDICES

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## Sources of data

NOMIS:

<https://www.nomisweb.co.uk/reports/lmp/la/1946157356/printable.aspx>

Torbay Local Plan:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-plan/>

Evidence base and monitoring:

[www.torbay.gov.uk/evidence-base-and-monitoring](http://www.torbay.gov.uk/evidence-base-and-monitoring)

Brownfield Register:

[www.torbay.gov.uk/brownfield-register](http://www.torbay.gov.uk/brownfield-register)

LDS:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/local-development-scheme/>

SPDs:

<https://www.torbay.gov.uk/council/policies/planning-policies/local-plan/spd/>

House prices:

<http://landregistry.data.gov.uk/app/ukhpi/browse?from=2018-02-01&location=http%3A%2F%2Flandregistry.data.gov.uk%2Fid%2Fregion%2FUnited-kingdom&to=2019-02-01>

Devon Home Choice:

[Devon Home Choice](#)

English Riviera Destination Management Plan:

<http://www.torbay.gov.uk/council/consultations/closed-consultations/english-riviera-destination-management-consultation/>

Torbay Culture:

<https://www.torbayculture.org/knowledge-share/>

<https://www.torbayculture.org/news/2019/4/18/torbays-great-place-scheme>

State of the Environment Devon and Torbay Summary Document:

<https://www.naturaldevon.org.uk/state-of-environment/>

Climate Change Strategy:

<https://www.torbay.gov.uk/media/8773/climatechangestrat2014-19.pdf>

Station usage:

<http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

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<https://roadtraffic.dft.gov.uk/local-authorities/184>